UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/48/421
19 October 1993

ORIGINAL: ENGLISH

Forty-eighth session
Agenda item 125

JOINT INSPECTION UNIT

Staffing of the United Nations peace-keeping and related missions (civilian component)

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Staffing of the United Nations peace-keeping and related missions (civilian component)" (JIU/REP/93/6).

JIU/REP/93/6
Geneva, September 1993

ANNEX

STAFFING OF THE UNITED NATIONS PEACE-KEEPING AND RELATED MISSIONS (CIVILIAN COMPONENT)

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ACRONYMS

ACABQ	Advisory Comittee on Administrative and Budgetary Questions
ACC	Administrative Committee on Co-ordination
ASEAN	Association of Southeast Asian Nations
CPC	Committee for Programme and Co-ordination
DAM	Department of Administration and Management
DESD	Department of Economic and Social Development
DHA	Department of Humanitarian Affairs
DPA	Department of Political Affairs
DPI	Department of Public Information
DPKO	Department of Peacekeeping Operations
EEC	European Economic Community
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organization of the United Nations
FOD	Field Operations Division
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICSC	International Civil Service Commission
ILO	International Labour Organisation
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
MICIVEH	International Civilian Mission in Haiti
MINURSO	United Nations Mission for the Referendum in Western Sahara
NATO	North Atlantic Treaty Organization
OAS	Organization of American States
OGS	Office of General Services
OHRM	Office of Human Resources Management
OLA	Office of Legal Affairs
ONUC	United Nations Operation in the Congo
ONUSAL	United Nations Observer Mission in El Salvador
OPPB&F	Office of Programme Planning, Budget and Finance
SRSG	Special Representative of the Secretary-General
UNAVEM	United Nations Angola Verification Mission
UNCTAD	United Nations Conference for Trade and Development
UNDOF	United Nations Disengagement Observer Force
UNDP	United Nations Development Programme
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNIDO	United Nations Industrial Development Organization
UNIFIL	United Nations Interim Force in the Lebanon
UNIKOM	United Nations Iraq-Kuwait Observation Mission
UNMOGIP	United Nations Military Observer Group in India and Pakistan
UNOG	United Nations Office at Geneva
UNOMOZ	United Nations Operation in Mozambique
UNOMSA	United Nations Observer Mission in South Africa
UNOVER	United Nations Observer Mission to Verify Referendum in Eritrea

UNPROFOR	United Nations Protection Force
UNTAC	United Nations Transitional Authority in Cambodia
UNTAG	United Nations Transition Assistance Group in Namibia
UNTSO	United Nations Truce Supervision Organization
UNV	United Nations Volunteers
WFP	World Food Programme
WHO	World Health Organization

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EXECUTIVE SUMMARY

One of the major new developments in the United Nations peace-keeping is its progressive evolution towards greater involvement of civilian personnel. Some 11,000 civilians, recruited both internationally and locally, are serving in the United Nations on-going peace-keeping and related missions. In view of the number and the ever important functions entrusted to civilians, their overall impact on performance of peace-keeping operations can hardly be over-estimated and is, therefore, of topical importance for Member States.

The present report addresses the issue of staffing of the civilian component of peace-keeping operations in several of its aspects. It first considers the problems of planning and management of peace-keeping operations at Headquarters and in the field, including the functioning of the relevant structures and measures being carried out to improve co-ordination and inter-action between different departments and other organizational units involved. It further examines the evolution of the civilian component, sources and procedures of recruitment of the civilian staff, problems of their training and conditions of service.

On the basis of their analysis, the Inspectors, in Recommendation I, suggested, inter alia, the following measures aimed at enhancing the Secretariat's capacity and effectiveness in managing PKOs:

(a) better delineation of authority between the Secretariat entities concerned, with DPKO being the central department to deal with PKOs;
(b) strengthening DPKO by experienced and competent civilian and military personnel;
(c) merging FOD into DPKO;
(d) establishing a core team responsible for PKOs;
(e) establishing a post of "Police Commmissioner";
(f) strengthening of the recently established 24-hour situation room, and
(g) designating focal point(s) to deal with queries of Member States.

Regarding the functioning of field structures the Inspectors recommended (Recommendation II) to:

(a) establish clear lines of authority and inter-relationship between the major officials in missions;
(b) create or strengthen, wherever they exist, joint operation centres, which should function on a 24-hour basis;
(c) delegate to the field more administrative and financial authority;

Having examined deficiencies in staffing the civilian component the Inspectors recommended (Recommendations III, IV, and V):

(a) establishing a "pre-certified" roster, as well as a roster of selected retirees, particularly those with field experience;
(b) more extensive recruitment of UNVs and local staff;
(c) facilitation and encouragement of secondment of specialized agencies' staff to PKOs;
(d) more extensive outside recruitment of professionals, wherever possible;
(e) further examination of resorting to contractual arrangements;
(f) creating in Member States a stand-by reserve of civilians to serve in PKOs;
(g) secondment of civilian personnel to PKOs by regional organizatons;
(h) establishing new recruitment policies and procedures with a better field orientation.

With regard to improvement of briefing and training, the Inspectors' suggestions (**Recommendation VI**) may be summarized as follows:

(a) institutionalization and standardization of briefing and training;
(b) developing special training programmes for senior personnel;
(c) better utilization of the UN training facilities for purposes related to PKOs;
(d) utilization of facilities and human resources of Member States and regional organization for UN standardized training.

With regard to conditions of service in peace-keeping and related missions, the Inspectors recommended (**Recommendation VII**) that:

(a) mission assignments should continue to be voluntary;
(b) principle of rotation between the relevant departments and the field should be adopted;
(c) security of personnel should become part of mission support and be included in mission planning, briefing and training;
(d) code of conduct in missions should be established;
(e) extending the applicability of hazard pay beyond the staff members be considered by ICSC;
(f) new and more flexible staff rules and staff regulations, staff policies and relevant procedures should be promulgated.

I. INTRODUCTION

1. The beginning of a new era in international relations has resulted in a revitalized United Nations whose primary purpose in maintaining international peace and security is being applied and tested in an ever increasing number of areas of conflicts and hotbeds. The United Nations is assuming the role its founding fathers intended: to be a catalyst and a central player in resolving conflicts through peace-making and peace-keeping among nations. More recently, the Organization has become involved within states' boundaries.

2. The up-surge in peace-keeping operations in the last few years has been phenomenal. Between 1988 and 1993, 13 new peace-keeping operations were launched, as many as during the previous four decades. Other operations are currently at the contingency planning stage. By mid 1993, the total of PK forces reached some 70,000 men, with the possibility of 40,000 more by the end of the year. The budget of the PK operations this year is over 3 billion dollars, substantially more than the regular budget of the UN. More than half of the Member States have contributed military or civilian personnel to PKOs attesting to the universality in participation and collective responsibility of Member States.

3. In addition to the expansion in numbers and size, the nature of the PKOs has changed greatly. In the past, UN missions acted as "a buffer" between the conflicting sides: UN military personnel were used to monitor or verify compliance with agreements entered into by the various parties. But the functions of UNTAG in Namibia extended far beyond those of a traditional PKO. UNTAG broke new ground - in monitoring the local police force, in supervising and controlling an election conducted by the de facto authority in the territory, and above all in promoting and shaping a process of rapid political change. UNTAC in Cambodia has a more complex mandate on the civilian side: it acts as the country's interim administration.

4. The Congo and West Irian operations in the beginning of the 1960s were the first UN PKOs to include a substantial civilian component - several hundred. In February 1993, as many as 10,000 civilians were serving in the 26 on-going missions, including 2.8 thousand UN staff members. Some believe that the human resources of the UN Secretariat are now stretched to the limit.

5. The UN was not prepared for the sudden and dramatic increase in the PKOs and the evolution of their nature. Given this lack of preparation and the difficult circumstances in which PKOs often have to be carried out, these operations have generally been more successful than might have been expected. Nevertheless, the Organization is faced with some serious managerial problems.

6. The present report is an interim one, and dealing only with one aspect of PKOs - staffing of the civilian component of these operations and related missions. For the purpose of this report, "civilian" is defined as all non-military personnel including civil police; and "peace-keeping operations and related missions" cover all UN operations relating to peace-keeping activities, humanitarian assistance and election monitoring. In its most recent resolution (47/218) on United Nations PKOs, the General Assembly invited the Secretary-General to continue to strengthen and reform the Secretariat units dealing with PKOs. Having in mind the concerns of Member States, Inspectors have attempted to examine how Headquarters' and field structures might be strengthened to deal more effectively with the PKOs; to analyse relevant recruitment policies and practices, adequacy of training and conditions of service relating to missions.

7. Although this interim study does not deal with the financing of UN PKOs and related missions, having the required financial resources on a predictable and continuous basis is a pre-requisite for successful implementation of PKOs. Member States, and those Members in the Security Council in particular, bear special responsibility when promulgating and agreeing on a new mission. The capacity of the UN to handle existing and new missions does not only depend on well-organized

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structures with proper planning and highly qualified personnel as well as good management, but also on the continued support of its Member States both political and financial. Therefore, it is not only the capacity of the UN that is being tested but probably more important the capacity of the world community through the UN. However, Member States should expect that funds are spent efffectively and efficiently with the highest standard of accountability and transparency.

8. In the course of preparation of the report the Inspectors had a series of discussions with UN key officials dealing with PKOs, they met with representatives of Member States most actively involved in PKOs, discussed the problems of PKOs at the headquarters of OAS, NATO, EEC and ASEAN. They also visited United Nations peace-keeping missions in Cambodia (UNTAC), and former Yugoslavia (UNPROFOR).

9. The present report is intended as a contribution to the ongoing debate on enhancing efficiency and effectiveness of the United Nations peace-keeping and related activities. The Inspectors hope that the recommendations formulated therein will be helpful.

II. PLANNING AND MANAGING PKOs AT HEADQUARTERS AND IN THE FIELD: STRUCTURAL AND FUNCTIONAL ENTITIES

10. This Chapter describes the way different departments and units in the UN Secretariat manage PKOs and related missions. It discusses interdepartmental co-ordination and co-operation, and arrangements underway for their improvement. It also describes how the missions are organized in the field and their relationships with Headquarters.

11. In this connection, the Inspectors looked into the organizational structure(s) and functions in both Headquarters and the field with a view to having a more coherent and consolidated management; avoiding duplication; enhancing co-ordination and sharpening the processes of early warning; pre-planning and contingencies; formal planning; deployment and monitoring and evaluation.

12. With the surge in the volume of PKOs and the drastic changes in their nature (multi-functional), as described in the Introduction above, the UN Secretariat found itself in a very precarious situation, especially in terms of having the right qualified civilian staff at the right time. It simply was not prepared and for a while "carried on business as usual", embarking on different operations, some of which were very costly. Attempts to redress this kind of situation are underway. An analysis of such attempts and recommended changes, for Headquarters and field structures, are presented below.

A. Headquarters and Field Structures

13. Prior to 1987, UN Headquarters had a centralized focal point dealing with PKOs. Not only the volume and nature of PKOs made management easier but also the centralized responsibility in Headquarters lent itself to a better flow of information, co-ordination, learning and therefore better management.

14. In the present situation, a number of departments and units have, with varying degrees and functions, been dealing with PKOs. In PKOs, the Secretariat and the Security Council, two of the principal organs of the UN, bear responsibility for their future development or evolution. The Secretary-General and his colleagues at Headquarters and in the field bear primary responsibility for management of resources.

15. The main departments and units dealing with PKOs and related missions are as follows:

- Executive Office of the Secretary-General (dealing with overall management and political issues including PKO) — 3 ASGs +
- Department of Peacekeeping Operations (DPKO) — (USG)
- Department of Political Affairs (DPA)
  - (a) (Americas, Europe, Asia) — (USG)
  - (b) (Africa, Middle East, Electoral) — (USG)
- Department of Humanitarian Affairs (DHA) — (USG)
- Department of Administration & Management (DAM) — (USG)
  mainly through:
  - Field Operations Department (FOD) — (D2)
  - Office of Human Resources Management (OHRM) — (D2)

- Office of Programme, Planning, Budget and Finance (OPPBF) (D2)
- Office of Legal Affairs (OLA) (marginally) (USG)
- Department of Public Information (DPI) (marginally) (ASG)

A rough organizational structure is shown in Annex 1 to this report.

16. In the field the organizational structures differ, in varying degrees, from one operation to another, depending on their size, function(s) and mandate, among other things. If we were to take UNPROFOR (Zagreb) and UNTAC (Phnom Penh), the two missions visited by the Inspectors, we might come up with rough organizational charts as shown in Annex 2 and Annex 3. It must be noted that such organizational arrangements were in place in UNPROFOR only after almost a year of the announcement of the mission.

17. The main components in the field and under the Chief of Mission (Special Representative or Force Commander) are the military component under the Deputy Force Commander, which is not the concern of this study; and the Civil Affairs component dealing with political, legal, humanitarian and information issues as well as civil police. This multifunctional component is assuming an increasing importance. Yet it does not seem to command the required attention. Because of its varied functions and potentially hazardous and dangerous situations as well as difficulties in releasing suitable candidates it has not been easy to find enough well-qualified recruits, especially from within the UN system. In UNPROFOR, for example, the Inspectors were told that only 20 per cent of personnel within that component were from the UN system. The rest came from outside. This observation is not meant to compare one group favourably against the other but to indicate difficulties in recruiting staff members for hazardous tasks and areas. The third component is the Administrative Support Division on whose services the other two components depend and which, therefore, plays a central role in the management of PKO and related missions.

18. The interrelationship and co-ordination among the three components under the leadership of the Chief of Mission as well as their relationships with Headquarters either individually or collectively, are very important for smooth and coherent action. While some measures have lately been taken both at Headquarters and in the field there is still room for more reforms to be carried out and steps to be taken.

B. Measures Underway

19. As mentioned above, the UN Secretariat was neither in a position, nor did it have the capacity, to deal with the rise in PKOs. However, several managerial and restructuring decisions and steps have been taken. One of the objectives was to have better inter-departmental co-ordination and flow of information.

20. At UN Headquarters, Task Forces chaired by the Secretary-General, or in his absence by USG PA dealing with policy issues, meet weekly. Members are: USGs for PA, PKOs, HA, A and M, Legal Counsel and Members of the Executive Office of the Secretary-General. Working Groups (to meet as often as required to deal with day-to-day operational matters) chaired by DPKO with members from DPA, DHA, FOD and others, as the case may be were established and some have been functioning. For example, the Field Operations Working Group: Staffing Issues where OHRM was also included in its membership, and whose task or objective was to recommend solutions to problems encountered in the staffing of UN field operations, submitted a number of recommendations pertaining to the improvement of planning of missions and ensuring interdepartmental co-ordination;

designation of senior personnel (D2 and above); qualified candidates for key administrative posts; conditions of service; training; information and designation of lead departments.

21. To elaborate on some of these recommendations, the Working Group recommended a Field Operations Liaison Group (FOLG) which was hence established. Its task was to improve planning of missions and ensure interdepartmental co-ordination and consideration of all elements for specific missions. Its terms of reference were to: (a) alert departments to a potential mission; (b) compile information; (c) assess resource requirements and plan possible operational scenarios before a specific mandate or resolution is adopted; (d) draw upon results of fact finding missions and political negotiations to refine planning. Besides the Members mentioned above, it may also invite any department or service to partake in its work. The Inspectors were informed that one of its first successful experiences was in connection with the launching of MICIVEH in Haiti.

22. Inspectors were also informed that repeating the example of Mozambique by creating a Planning and Co-ordination Task Force and/or Group was successful in the case of UNOSOM II (Somalia). According to UN officials, benefits realized included: closer co-ordination between different mission components, more effective decision-making due to improved lead times for planning consecutive stages of mission development, better synchronization in delivery of various support services and more realistic budget estimates. This should be compared to the start-up operations in UNPROFOR and UNTAC which, according to the information given to the Inspectors, were wasteful and costly. One should add that in the latter cases matters improved considerably and by the end of the first year were under control.

23. The designated Lead Departments are as follows: DPKO, Military Observers/units, civil police; DPA, civilian observers, electoral components, institutional transition,DHA humanitarian/emergency/rehabiliation, Human Rights (together with HCR). The designated Lead Department would remain responsible for formal planning and budgeting, commitment and deployment arrangements in co-operation with FOD, which provides project management support and plans schedules of implementation, together with OHRM. It is the responsiblity of lead departments to link, especially in the field, with force contributors (Member States), UNDP, UNICEF, Specialized Agencies, NGOs, and others.

24. To ensure a proper flow of information to all concerned departments in New York, and also to ensure that instructions to the field are adequately co-ordinated and fully consistent with each other, the Secretary-General issued a memorandum, on 3 March 1993, to USGs concerned, in which he delineated channels of communication, designated departmental responsibilities and arrangements for interdepartmental co-ordination. It was found to be essential that one single department, namely DPKO, should be responsible for co-ordinating instructions sent to field missions on operational matters as well as for co-ordinating relationships between Headquarters NY and each mission in the field, i.e. "backstopping". But again communications from the field continue to be irregularly channelled to different departments at Headquarters creating further problems in the flow of information, co-ordination and, hence, coherence and proper and timely instructions.

25. The above measures, while improving the situation as far as interdepartmental co-ordination and flow of information are concerned, may not by themselves lead to better management of resources both human and financial. The question still remains whether the UN both at Headquarters and in the field has the capacity to meet the present and probable increasing demands for PKOs and related missions. It is the Inspectors' considered opinion that by improving the structures and functions of the different entities dealing with PKOs and the structural relationships among them and hence the decision-making process in all aspects and phases of PKOs, better management including human resources would be ensured.

C. Towards More Coherent Management

26. Measures taken in the last year have not changed the structure(s) of the departments or services dealing with PKOs. The question to be asked, therefore, is whether the present structural organization is the most conducive for conducting business both at Headquarters and in the field? Or can the organizational structure be re-designed to alert, plan, deploy, serve and support, monitor and evaluate and terminate missions of peacekeeping in a better manner? The answers to these questions, although of a wider scope and objective than the Inspectors' present study, would have a direct bearing on the staffing and hence the effectiveness of PKOs. Therefore, things which have been taken for granted may need to be questioned and possibly changed.

27. (a) Lead Department(s): While the argument for having a lead department dealing with topical issues, such as electoral or humanitarian, depends on the volume and direction of the operation, but if an operation is of a multi-functional nature the lead department should be the DPKO. DPA, for example, could and should be involved in early warning stages, political decisions, electoral and institutional measures, i.e. it is a substantive department that can assist DPKO in its operations. This should have a bearing on the channels of reporting being followed. Instead of a number of different channels from the field to different departments and units in Headquarters, streamlining communications to one department, i.e. DPKO, copied to other concerned department(s) will ensure better operation and decision-making processes.

28. One of the main questions brought to the attention of the Inspectors by various quarters was the interaction among DPKO, DPA, DHA and FOD. While the situation now is different from a year ago because of measures underway, some basic questions remain, especially those related to substantive and operational units and relationships among them.

29. While DPKO has been designated as the main responsible department for peacekeeping, it will have to depend on the advice and services of other departments and units in its daily operations and management. For effective management this presupposes a smooth and uninterrupted flow of information and instructions, as well as proper co-ordination. It is the conclusion of the Inspectors that with the present structure and concept of "Lead departments" this will not be an assured outcome. It is important that DPKO should have wider and more direct responsibilities than at present with other departments such as DPA and DHA lending their substantive services and support in their respective fields.

30. (b) FOD and DPKO: One of the more urgent questions to be tackled is the relationship between DPKO and FOD. It must be noted that FOD was detached from the Office of Programme Planning, Budget & Finance (OPPBF) and the Office of General Services (OGS) respectively, and attached directly to the Office of the USG for DAM. Its main customer for services (85 per cent of its workload) is DPKO. It also serves the political and humanitarian operations in the field.

31. FOD is organized by functions: logistics, personnel and finance. It has direct executive power over logistics; the other two are services rendered to other departments. It recently introduced desk officers mainly to screen correspondence and provide information on certain missions. Because of this situation, missions in the field may not be serviced in a co-ordinated, effective or efficient manner. It is also difficult to track mission requirements across functions or find one person responsible for a particular mission. Therefore, a case could be made for organizing FOD more around missions where it would have cross-functional mission teams and where specialized resources are shared among teams.

32. As to the relationship between DPKO and FOD, the Inspectors have noted with great interest the arrangements reached between the USGs for DAM and DPKO, spelled out in their joint memorandum of 15 October 1992 to the Secretary-General.

33. In spite of those arrangements which basically delineate responsibilities and interaction between the two, and because of such interaction and possible duplication of efforts the Inspectors believe that FOD, or most of it, should become an integral part of DPKO. Such an arrangement should further enhance co-ordination, ensure better follow-up of information and control and management. Subsequent to the drafting of this report the Inspectors were informed about the Secretary-General's decision to merge FOD with DPKO.

34. (c) Situation Room The introduction of the 24-hour operations room at Headquarters is a welcome step. It should be properly staffed by qualified and specialized personnel both military and civilian. It should be well equipped and have access to officials at all levels at any time, at Headquarters as well as in the field.

35. (d) A Joint Operations Room (Centre) in the field, combining both the military and the civilian components, is essential. This has not been the case in some missions but is being adopted in UNPROFOR. It is a good management tool in the hands of the Chief of Mission for co-ordinating and monitoring different and varied inputs of a particular mission. It also connects well with the 24-hour room coacept at Headquarters.

36. (e) Focal point(s): One other shortfall indicated to the Inspectors by Member States, especially contributing states, in the present situation was the difficulties they encounter in contacting the right person or obtaining the right answers. Their experience has not been satisfatory to say the least. It is, therefore, suggested that a focal point or points be established at Headquarters to deal with queries from Member States. This could fit well with the idea of having DPKO, where FOD is an integral part of it, organized on a mission basis.

37. (f) Core Team and Reconnaissance Missions: One of the basic questions throughout this study concerns the capacity of the UN to deal with PKOs. So far, beefing up the Secretariat staff to meet increasing requirements had been through the Support Account for PKO (see SG report PKO/47/655 of 2 November 1992, and ACABQ report A/47/752 of 7 December 1992). It is essential for effective and efficient PKOs, to have the right staff in the right place at the right time. It has been observed that one of the most important steps in PKOs is the start-up operations. If properly planned, defined and executed it will save a great deal of financial and human resources, and will lead to better and more defined follow-up actions. For this to be assured it is important, as mentioned above, to have a proper early warning system, pre-planning, contingency planning with different scenarios. Properly staffed and experienced reconnaissance teams would play a major part in defining and refining the plans and budgets. Others will follow up for deployment, implementation, monitoring, evaluation and termination, and building up an institutional memory for learning from former operations.

38. All this would call for a core team at Headquarters which by possessing diversified qualifications, could serve well through the different stages of PKOs, including the important stage of identification of staffing needs for a mission. The Inspectors think that the idea of a core team whose size and duties have been the subject of debate could be tackled at two tiers. One is the core team itself which organizationally becomes part of DPKO and which would be composed of professional and technical staff in different skills, including political, electoral and legal, but mainly administrative, financial and logistical. It should be built around the concepts of the "Agenda for

Peace" but as the operational arm of DPKO and the UN Secretariat. While the team will be stationed at Headquarters in New York, it, or groups therein, will serve as a "fire brigade" for reconnaissance and for crises solutions. The number and specializations of members of the team could be determined after judging the experiences gained to date and the desired ratio between Headquarters and the field missions. The fact that field missions, or most of them, are by their nature of a limited duration should lend itself to building up an experienced staff who could serve in the core team.

39. The second tier: to select from the roster of volunteers for PKOs (Inspectors were informed that the roster has 5,000 names) a substantial pre-screened number, classified according to skills and experience and further trained for potential service either at Headquarters or in the field and at short notice when the situation so requires.

40. The core team should include a military component. The civilian staff may, of course, include former military and police. The Inspectors believe that such a mix will yield better results.

41. Finally, the Inspectors would like to emphasize that a properly structured organization with clear functional duties both at Headquarters and in the field is an indispensable management tool in the hands of the Secretary-General for maximum efficiency and effective use of financial and human resources.

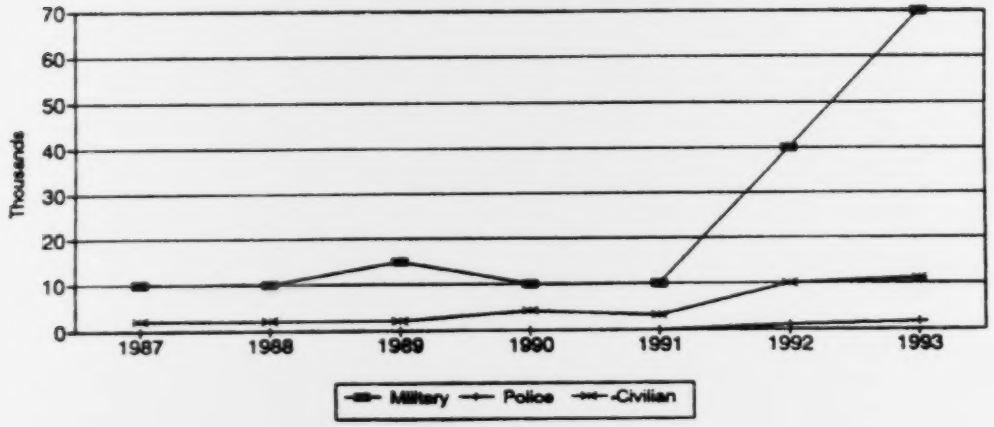
III. STAFFING OF THE CIVILIAN COMPONENT

A. Evolution Of The Civilian Component

42. As indicated in the Introduction, there has been an up-surge in the United Nations peace-keeping and related missions. From thirteen peace-keeping operations during the period 1978-1987, thirteen more operations were initiated in the last five years; bringing the total number of on-going missions to twenty-six. The newly authorized and ongoing operations include UNOSOM (United Nations Operation in Somalia), UNTAC (United Nations Transitional Authority in Cambodia); UNPROFOR (United Nations Protection Force in Croatia); MINURSO (United Nations Mission for the Referendum in Western Sahara); ONUSAL (United Nations Observer Mission in El-Salvador); UNAVEM II (United Nations Angola Verification Mission) and UNIKOM (United Nations Iraq-Kuwait Observation Mission). These are being carried out in addition to peace-keeping operations launched in earlier periods of the United Nations history, such as: UNTSO (United Nations Truce Supervision Organization - Jerusalem); UNMOGIP (United Nations Military Observer Group in India and Pakistan); UNFICYP (United Nations Peace-Keeping Force in Cyprus); UNDOF (United Nations Disengagement Observer Force -Syria); UNIFIL (United Nations Interim Force in the Lebanon).

43. Quite apart from peace-keeping operations, the Secretary-General, through his special representatives, has recently been engaged in fact-finding and mediator missions (Afghanistan, Georgia, Nagorno-Karabakh, Tadjikistan, Macedonia etc.). The expansion of United Nations special field missions has led to a dramatic increase in the personnel involved.

Peace-keeping activities 1987-1993:
number of people deployed



44. The graph above reflects this increase by such categories as military, civilian and police personnel. In particular, it shows that by mid-1993, the total of peace-keeping forces deployed exceeded 70,000 representing a seven-fold increase for the period 1987-1993. A further 40,000 by the end of 1993 is a distinct possibility.

45. As to the civilian component, its growth is attributable not only to the increase in the number of peace-keeping operations but more to their evolution from "traditional" peace-keeping operations to operations of "second generation", characterized by diversified and multifunctional civilian specializations and skills.

46. By way of example, and leaving aside the military component, UNTAC, apart from the Office of the Special Representative of the Secretary-General, has 8 components: (i) civil administration, (ii) repatriation, (iii) rehabilitation, (iv) human rights, (v) electoral, (vi) police, (vii) public information; and (viii) Division of Administration (see organigram in Annex 2).

47. In UNPROFOR, components (i) to (vii) above are combined under Civil Affairs which, together with the Division of Administration, constitute the two other important components besides the military. For a more detailed breakdown within components see Annexes 3 and 4.

48. It will be recalled that ONUC (1960-1964) was the first United Nations peace-keeping operation to include substantial civilian elements (600). The year-long UNTAG was the first operation with a large civilian component. At its peak, more than 2,000 United Nations civilian personnel were involved. A similar number of civilians were engaged in UNAVEM-II. At present, in two operations only, namely, UNTAC and UNPROFOR, some 5,800 civilians are involved. The civilian component, at full strength, of the ONUMOZ operation would comprise 2,800 persons.

49. The latest information (February 1993) made available to the Inspectors suggests that the civilian component of the twenty-six peace-keeping and related missions currently administered by the United Nations amounts to some 11.8 thousand recruited from different sources, including 660 volunteers and 1,600 civil police. The breakdown of the civilian component by mission is given in Table 2 below (page 11).

50. Apart from indicating civilian staffing levels of the current missions, the table suggests that almost 3,600 of civilians were internationally recruited, while the rest were locally recruited staff.

B. Recruitment

51. Internationally recruited civilian personnel of United Nations peace-keeping operations are drawn from the following sources: (a) the United Nations Secretariat; (b) United Nations specialized agencies and organizations; (c) former United Nations staff; (d) United Nations Volunteers; (e) outside recruitment from Member States and NGOs.

(a) United Nations Secretariat Staff

52. Among the 3,600 internationally recruited mission staff, more than 2,800 are United Nations staff members.

53. Staff Regulation 1.2 gives authority to the Secretary-General to assign staff to any of the activities or offices of the United Nations. This power has been repeatedly upheld by the United Nations Administrative Tribunal as long as it is in the interest of the Organization and properly motivated.

54. Though it is clear from the above staff regulation that the Secretary-General may assign staff to any UN activity or office, including peace-keeping missions, without obtaining prior consent of the staff members, this is not done for peace-keeping operations for a number of reasons. First, the United Nations is not a traditional rotation-type organization. Second, peace-keeping operations are usually of a non-family nature, which may be explained by such factors as insecurity, lack of basic facilities, etc. Third, staff regulation 1.2 was adopted long before peace-keeping operations began to employ the United Nations staff on a regular basis. Fourth, as experience suggests, there may be serious difficulties related to redeployment of the required staff from other programmes.

Table 1

Civilian staffing levels of the current UN peace-keeping and related missions (as at 19 February 1993)

AUTHORIZED CIVILIAN STAFF

Mission	Mandate	Int'l	Local	TOTAL	Mission	Mandate	Int'l	Local	TOTAL
UNDOF	1 Dec 92- 30 Nov 93	36	90	126	UNTAC	1 Nov 92- 30 Apr 93	1,227	3,371	4,598 2/
UNFICYP	16 Dec 92- 15 Jun 93	38	1/	38	UNAMIR	1 Jan 93- 31 Dec 93	2	4	6
UNIFIL	1 Feb 93- 31 Jan 94	222	188	410	UN Admin. Unit Bagdad		20	40	60
UNMOGIP	1 Jan 93 31 Dec 93	32	43	75	UNPROFOR	12 Jan 92- 20 Feb 93	510	859	1369 3/
UNIKOM	1 Nov 92- 30 Apr 93	90	96	186	UNOSOM	1 Nov 92- 31 Oct 93	220	260	480
OSCA	1 Jan 92 31 Dec 93	22	34	56	UNOMSA	11 Sep 92- 31 Dec 93	60		60
ONUSAL	1 Dec 92- 28 Feb 93	141	186	327	UNOVER	1 Sep 92- 31 May 93	22	123	145
UNOSGI	1 Jan 93- 31 Jan 93	2	1	3	ONUMOZ	15 Oct 92- 31 Oct 93	355	506	861
UNAVEM II	1 Nov 92- 28 Feb 93	219	143	362	CMP Cyprus	1 Jan 92- 31 Dec 93	3		3
MINURSO	1 Dec 92- 28 Feb 93	86	0	85	ATS (COMM STAFF)	1 Jan 92 31 Dec 93	16		16
UNTSO	1 Jan 92 31 Dec 93	192	158	350	TECHNICAL SERVICES: UNSCOM UNOCA UNROP		 4 1 1		 4 1 1
UNGCI	Monthly	40	-	40					
UNSD	1 Jan 92- 31 Dec 93	2	6	8					

1/ Excludes the equivalent of 159 posts funded under a shared arrangement - 70%/30% UK/UN shared

2/ Excluding 663 Volunteers.

3/ UNPROFOR-Staffing table authorization YUA-30300-3-10-92 dd 22 Dec 92

Source: FOD

.../...

55. Given the nature of peace-keeping operations, the Inspectors share the view that recruitment for such operations should continue to be carried out on a voluntary basis. However the principle of rotation between Headquarters and more particularly the departments dealing with peace-keeping operations, on the one hand, and the missions, on the other, should be adopted. Should future developments warrant the strict application of staff regulation 1.2, the Secretary-General has the power to do so.

56. Regarding recruitment procedures, it is usual practice that before a peace-keeping operation is launched a circular is distributed throughout the United Nations system, inviting interested staff members to apply to the Field Operations Division (for the format see Annex 5). At this stage, approval of chiefs of respective services is not required.

57. Until recently, candidates were further screened by OHRM and FOD, and, if selected, OHRM made arrangements to send them to the field, provided that they had been: (a) released by their respective departments or offices, and (b) cleared by the Medical Service. With regard to the latter it needs to be noted that stricter medical standards are used for providing medical clearance to staff selected for peace-keeping missions because of their nature (see paragraphs 97-99 below). The purpose of using stricter standards is to provide medical clearance only to those who are found medically fit to cope with those assignments and to carry out their specific duties. Moreover, this could reduce the number of medical evacuations and the compensation claims that result from service incurred illnesses.

58. As of end-March 1993, new recruitment procedures were established which, according to the Secretariat, would enable it to select and assign candidates to missions promptly. These procedures provide that:

(i) Candidates pre-screened by OHRM and FOD are reviewed by a selection committee which is chaired by OHRM and which also includes representatives of the relevant departments.

(ii) Candidates at levels P-4 and below selected by the selection committee will then be sent offers of appointment by OHRM and deployed to the mission by FOD.

(iii) Candidates at levels P-5 and above selected by the selection committee will be submitted to the head of the department concerned for review and approval. Once they are approved, offers of appointment will be sent to them by OHRM and they will be deployed to the mission by FOD.

(iv) Following approval either by the selection committee or by the head of department concerned and prior to deployment, the list of candidates will be sent to the head of mission for information.

59. Despite system-wide invitations for volunteers, it has mainly been Headquarters staff (New York, Geneva, Vienna) who ended up serving in missions. The data provided to the Inspectors by FOD suggest that about 200 DAM personnel were serving in United Nations missions for more than a period of 3 months. The breakdown of these staff by missions is as follows: UNOMSA - 11; UNOSOM - 7; UNPROFOR - 53; UNTSO - 8; UNTAC - 106. Other offices and departments releasing their staff to missions in relatively large numbers include: UNDP, ESCAP, UNCTAD, UNOG and former DESD.

60. Analysis of the relevant data reveals that the burden is not shared across the Organization and has become too heavy for some Headquarters entities. Thus administrative services are seriously depleted. The above explains some of the resistance of certain department heads to releasing staff for missions.

61. The staff assigned to special missions are usually replaced by staff recruited on short-term appointments. Since the duration of many missions is unpredictable, it is often necessary to replace a staff member assigned to a mission for periods longer than one year. Until recently, the mission replacement staff member had either a break in service, which was administratively cumbersome and disruptive for the office and the individual concerned, or had to be presented to appointment and promotion bodies, which is inappropriate in respect of a short-term appointment.

62. In order to maintain essential services with a minimum of administrative delays, the United Nations Administration, by its decision of 30 March 1993, allowed staff in the professional and higher categories recruited as mission replacements to be treated administratively as "persons recruited specifically for service with a mission", who are excluded, under rule 104.14 (f) (i), from review by appointment and promotion bodies, subject to the following conditions:

(i) mission replacement appointments would be limited to service in a given post and to replace a specific staff member;

(ii) mission replacement appointments may be extended beyond eleven months, up to a maximum of three years, without a break in service or referral to an appointment and promotion body,

(iii) mission replacement posts are not subject to geographical representation, though every effort should be made to respect gender balance and to recruit from as wide a geographic base as possible,

(iv) staff serving on mission replacement appointments may only be considered for regular appointment following consideration via the appointment and promotion machinery under applicable staff rules and administrative instructions.

The Inspectors were informed that this decision has improved the situation of the departments and offices affected by releasing their staff for peace-keeping operations.

(b) Specialized agencies and organizations' staff

63. The selection of specialized agencies' staff is guided by the same criteria as those for the United Nations personnel. As some of the former have more experience in operational activities than those of the latter (excluding UNDP and UNHCR staff), repeated requests have been made by the Secretary-General to the agencies to provide more candidates for special field missions.

64. While, the United Nations system employs over 50,000 staff members worldwide, the involvement of specialized agencies in staffing the civilian component of missions has been very minimal. Only about 60 such staff have been serving in United Nations current missions for periods of more then 3 months. The figures on the agencies' contribution to these missions are as follows:

UNIDO -	19 (UNAVEM II - 2, UNPROFOR - 5 UNTAC - 12)
UNESCO -	8 (UNAVEM II - 1, UNTAC - 7)
ICAO -	8 (UNAVEM II - 1, UNTAC - 7)
ILO -	7 (UNTAC)
IAEA -	5 (UNOMSA -1, UNPROFOR -1, UNTAC-1, UNAVEM II-2)
FAO -	3 (UNTAC)
WFP -	3 (UNTAC)
WHO -	3 (UNOMOZ - 3)

IBRD, ITU, UNU and WIPO have sent one person each to UNTAC.

65. Staff members can serve on mission on the basis of reimbursable loan and/or "secondment" arrangements. This implies that such staff, after mission, have the right to return to their respective organizations.

66. In the Inspectors' view, the low response of the agencies' staff to the Secretary-General's appeals to volunteer for missions may be attributed to the difficulties related to replacements, re-integration and promotion of staff serving in missions. The risks involved in PK missions compared to the European cities where many agencies are located is another "discouraging" factor. The Inspectors suggest that involvement of the specialized agencies in staffing the civilian component of peace-keeping missions should be a matter of special discussion within the framework of ACC.

(c) Former United Nations Staff (Retirees)

67. At present, about 30 retirees are serving in PKOs and related missions. Their performance,especially those with field experience, has been very satisfactory both in the field and Headquarters where they temporarily replace the staff serving in missions. The Inspectors believe that this source of recruitment should be used more extensively with particular emphasis on those with a special knowledge of administration and financial policies and procedures. Special attention, however, should be paid to the physical condition of retirees before their assignment to missions.

(d) United Nations Volunteers (UNVs)

68. UNV programme has become increasingly involved in PKOs and related missions. By way of example, close to 630 UNVs have been working in Cambodia (400 in UNTAC) as camp managers, vehicle and generator mechanics, airconditioning/refrigeration specialists, office equipment specialists, logisticians and warehouse supervisors. They came from 46 different countries equally distributed between North and South. It is noted that UNV's performance in the electoral process, especially in remote and difficult areas was commended.

69. UNVs are less expensive to the Organization than its own staff mainly because of considerably lower remunerations and also because their contracts can be easily terminated. UNVs receive a monthly living allowance and furnished accommodation with utilities. UNVs are an important potential source of recruitment for special field missions.

70. However UNVs have two weak points: (a) they may resign within seven days' notice, and (b) they are accountable to two masters: Chief of mission and UNV Co-ordinator. The Inspectors believe that UNVs should only be accountable to Chief of Mission or his/her designate.

(e) Outside recruitment

71. Following the requests of the General Assembly and of the Special Commitee on peace-keeping operations, the United Nations Secretariat has already taken some initiatives in soliciting candidates from Member States. These initiatives include a Note Verbale requesting candidates to serve in peace-keeping missions, especially in the civil affairs component as electoral, political, legal or information officers.

72. Two modalities for their recruitment are possible: the first is on a loan basis where the governments concerned continue to pay their salaries while the United Nations would pay for travel and mission subsistance allowance (MSA). At present the United Nations is in the process of negotiating agreements with some Member States (e.g. Netherlands) for provision of civilian government personnel for long-term assignments on the basis of non-reimbursable loan as envisaged in General Assembly resolution 45/258 of 17 May 1991. The second modality is direct recruitment in which case they are treated as staff members governed by Staff Rules and Staff Regulations, and in accordance with a contract signed with the United Nations.

73. Outside recruitment is not limited to Member States and it could also be direct with the individuals concerned including those serving with NGOs.

74. There are a number of deficiencies in the current recruitment of civilian personnel for PKOs and related missions including: (a) absence of a uniform recruitment policy, especially with regard to grade level, (b) long delays in recruitment, and (c) selection of unqualified staff.

75. In UNPROFOR and UNTAC, considerable delays in recruitment and/or lack of qualified personnel, especially in the early stages of the missions, adversely affected implementation of their mandates.

76. With regard to selection of staff, as in the case of UNTAC, for example, it was noted that many were assigned without proper consideration of their qualifications, prior interviews, and despite negative views from the field. The most frequently cited problem is that of imposing unqualified candidates by Member States, especially in the Civil Affairs component which includes political and electoral officers at high levels. The Inspectors were further informed by the UN Medical Service that Member States also impose candidates who are medically unfit, and some of them are already receiving disability from their own states.

77. The above-mentioned staffing problems, in the Inspectors' view, were caused by: (i) unavailability within the organization of the United Nations system of many of the skills required for civil administration, and (ii) an insufficient pool of these specialists on the United Nations' roster. This obviously accentuates the need for better planning and management, including training.

C. Briefing And Training

78. Briefing and training are essential elements of staffing of peacekeeping operations. Up to the present, these are often lumped together, even though they are quite distinct and need to be considered separately. Briefing is generally given before, on arrival at, and during missions.

79. Pre-departure briefing entails providing general background information to PK staff. This could be of a general nature such as background information on evolution of PKOs, the UN involvement, and medical conditions in mission areas. More specific information could be related to each mission to include: country profile: political, economic, social and cultural with map(s); the

specific mandate (i.e. Security Council resolution(s)), and conditions of service. Specialized information would include electoral, legal and human rights, including international humanitarian law. Such information prepared by the relevant departments and units should be at hand in DPKO.

80. It seems that these pre-departure briefings have varied between missions, and also between UN duty stations. Geneva staff going to UNTAC, for instance, were briefed by video but did not have the opportunity to put questions to someone in the mission, in contrast to the situation in New York. Nor were the Geneva UN staff able to obtain from New York the terms of reference for their posts in UNTAC before departure. The Inspectors were told that there were no pre-departure briefings in Vienna for staff leaving for UNPROFOR; again the situation appears to have been better in New York.

81. Briefing on arrival consists of briefing relating to the areas where the staff are being sent, particular features of their posts, and information on the most recent developments in the region. It is difficult to assess how effectively this has been carried out; on the basis of a very small sample, it appears to have been quite well done.

82. Information provided to civilian staff during missions is the most diverse. Of utmost importance, however, is the information on security and changing political situations. It would also include updates on specialized information mentioned above.

83. Training, in contrast to briefing, involves instructions on a specific, usually technical subject and requires a properly structured programme, generally spread over a considerable period of time. Training therefore entails a substantial input in terms of time and resources on the part of the trainers and the trainees, but its importance for a more efficient and effective operation can hardly be over-estimated.

84. Since PKOs require a whole range of specific skills and qualifications, often not available in the organizations, Member States have repeatedly emphasized the importance of further enhancing training systems for all personnel involved in peacekeeping operations. They also stressed that the Secretariat could play a more active role in co-ordinating all peacekeeping training activities and in trying to standardize training programmes.

85. Ideally training should be tackled in four stages:

(i) determining requirements in terms of numbers and kinds of trained personnel;
(ii) assessment of existing means to meet these requirements;
(iii) identification of gaps and inadequacies between what is required and what is provided;
(iv) determining the most efficient methods of eleminating these gaps and inadequacies, if any, through training.

86. The above suggests that the first need is to identify the expected requirements in terms of skills/qualifications and numbers, by forecasting the likely demands for, and skill/qualification mix of, PKOs. An analysis of the existing pool of specialists against identified needs is then required. If these requirements cannot be met through deployment of UN staff, or through recruitment of qualified and experienced retirees, training of existing staff members is the next best option. This may well involve upgrading the skills and qualifications of some staff.

87. An essential distinction exists between those who are recruited from within the United Nations, or from recent retirees, to carry out their normal functions such as procurement or audit,

and those who are recruited to undertake a function that is specific to UN PKOs. The first group requires minimal training at best and briefing. A key point here is whether there is a sufficient number of these types of staff within the UN - including the specialized agencies and recent retirees - to be able to service PKOs. If not, two options are possible, either to expand their number or to use alternative ways of meeting these requirements.

88. For the second group, that is those who are to perform functions specific to PKOs and thus outside the normal range of UN duties, some training is required. This group can be divided into three sub-groups: (a) civilians; (b) police monitors; and (c) civilian-military overlap.

89. A further step would then be for DPKO to request the relevant department or unit to organize training courses in accordance with expected DPKO needs. The organizing department or unit should decide on the optimum mix of formal and on-the-job training, and should be supplied with the necessary assistance by OHRM in organizing the former.

90. If training programmes for the civilian component are to be effective, there is a need to differentiate between various types of jobs and functions. To date, application forms for mission assignment distinguish the following categories of experience:

- Accounts/Finance/Budget;
- Economics;
- Electronic Data Processing;
- Legal;
- Personnel;
- Political Affairs/Human Rights;
- Pouch/Registry;
- Procurement;
- Inventory/Supply;
- Public Information;
- Social/Humanitarian Affairs;
- Travel/Shipping.

91. Comparison of this list with skill requirements for the civilian component shows that the typology could be further elaborated.

92. A distinct and new category, though increasingly important within the civilian component, is police monitors. At the moment, they do not receive any UN training. Some knowledge of the United Nations, the mandate of the operation concerned, and above all the UN perception of human rights, is essential. The Inspectors were informed that a draft code covering standard operating procedures, a common code of conduct for all police, human rights, and a code of ethics are under consideration at United Nations Headquarters.

93. Regarding organizational modalities of training, two broad approaches are possible. One is to send qualified trainers to organize courses in contributing countries. In conjunction with this modality Member States and regional organizations could be requested to put at the disposal of the United Nations and other Member States their facilities and human resources. In this connection it may be observed that the Nordic countries make their facilities and trainers available to UNHCR.

94. The second is to train within the UN Organization. For this modality, the DPKO should request the relevant department or unit to organize training courses in accordance with the expected DPKO needs.

95. In view of the serious disruptions which may be - and have been in some instances - caused by staff in senior positions with inadequate training, special training programmes need to be devised for such personnel.

96. In conclusion, the Inspectors would like to observe that all aspects of training for peacekeeping should be institutionalized under the Department of Peacekeeping Operations and in close co-operation with OHRM and the Training Service which would thus form a part of DPKO's manpower planning and management in the areas of peacekeeping.

D. Conditions Of Service

97. Most United Nations peace-keeping missions are of a special non-family nature. This entails possible long separation from families, and poor or infrequent communications.

98. Because of the nature of the work, adhering to fixed, regular working hours in missions is generally not possible. Staff members are expected to be on call round-the-clock. This is especially the case during the formative stages of the mission or during periods of peak activity.

99. Health hazards, disrupted infrastructure and often non-existent medical facilities, are characteristic to most areas where peace-keeping operations are carried out. Therefore before asssignment, medical clearance and a number of vaccinations (tetanus, yellow fever, hepatitis, encephalitis, etc.) are required, depending on geographical location. Malaria is often endemic. Thus in UNTAC, some 1,600 cases have been treated so far, and there have been 3 fatalities. According to the UN Medical Service, sexually transmited diseases (STDs), including AIDS, have become a major health problem in peace-keeping operations.

100. United Nations civilian personnel are tested for some STDs but not for AIDS, though many believe that these tests are necessary, especially for AIDS. The reason put forward is that the required immunization as well as endemic diseases of mission areas could be detrimental to the health of HIV positive personnel. The Inter-agency group on AIDS, led by WHO, among other fora, has been debating the present Inter-agency policy on pre-recruitment HIV testing.

101. The Inspectors acknowledge that this is a delicate and human rights-related issue but, nevertheless, they believe that the Secretariat, in consultation with all those concerned, should develop a new policy on testing civilian personnel for their own protection before deploying them for peace-keeping and related missions.

(a) Security and hardships

102. Fatalities during PKOs have usually occurred either as a result of general unrest or because United Nations staff were caught in cross-fire or were victims of isolated incidents. At present, United Nations personnel are occasionally targets of deliberate attacks. More fatalities of United Nations personnel occurred in January 1993 than throughout 1992 (21 deaths). In the period April-mid May, UNTAC personnel came under attack more than 100 times with 40 killed or wounded. In June, 23 Pakistani soldiers were killed during a single attack in Somalia.

103. The above mentioned attacks against United Nations forces and personnel may be explained by a host of reasons, including: (a) general breakdown in law and order, (b) animosity of one or more parties to the conflict towards the presence of outsiders, in general, or the United Nations, in particular, and (c) the nature of the work being performed, e.g. to restore law and order. The

experience of UNAVEM-II and UNTAC suggests, the risk of violence for the United Nations staff generally increases either as the date of elections comes closer, or immediately after the elections.

104. Both the Secretary-General and the Security Council have dealt with the security and danger faced by the United Nations personnel on missions. In particular, they called upon states or parties to a conflict to ensure the safety and security of the United Nations personnel. States should not delay the signature of the Status of Force Agreement.

105. The Inspectors believe that, within each mission, security must be included in all mission planning, briefing and training. Proper security would also involve well-conceived plans, specialists in security matters in Headquarters and in the field, proper guidelines for movement and protective clothing.

106. The Inspectors also believe that the security situation of mission personnel would be enhanced if they were: (a) regularly briefed on security situations; (b) given at least elementary training on how to behave when aggressed, threatened, detained or provoked into actions which may entail risks to life as well as how to render first aid to colleagues.

107. In other areas where there is no risk to life, hardship stems from isolation. Many places in countries where missions are being fulfilled can be reached only by helicopter. In UNTAC, a commendable effort has been made to provide communications and pay phones to staff, even in the remotest locations, to contact families and friends at home.

(b) Behaviour in missions

108. Behaviour during missions reflects on the image of the UN. While the overwhelming majority of the staff conduct themselves well, inappropriate behaviour especially towards women including sexual harassment does occur. Mostly this is the result of ignorance of local habits, customs, traditions, as well as mannerisms. There are also cases of abuse of privileges and immunities leading to such things as "black markets" in which UN personnel are involved. The Inspectors were informed that this occurs more frequently among military than civilian staff.

109. One of the serious administrative difficulties and bottlenecks is the absence, in the Staff Rules and Administrative Instructions, of any sort of disciplinary machinery readily available to Heads of Missions. They have no authority either to establish disciplinary machinery in the field or even to suspend staff whose behaviour or actions are inappropriate. At present, disciplinary cases have to be referred to Headquarters. The resulting delays mean that contracts of locally recruited staff often expire before any action can be taken.

110. Moreover in the mission areas, the Boards of Inquiry procedure is often extremely slow and possibly duplicative of effort, and missions often do not have enough staff with legal training in order to process Boards of Inquiry reports quickly.

111. The Inspectors, therefore, believe that a specific code of conduct should be prepared and distributed to all missions; that staff should be well-briefed regarding their behaviour and that in cases of misconduct and abuse disciplinary measures should be promptly taken. The latter may call for adjustment of the Staff Rules to deal with the special situation of PKOs.

(c) Remuneration

(i) Regular staff

112. Staff members receive emoluments and allowances of the duty station and mission subsistence allowance (MSA). Staff Rule 103.21 (ST/SGB/Staff Rules/1/Rev.2) provides that "The Secretary-General shall set the rates and conditions for the missions subsistence allowance payable on each such assignment".

113. As noted in the preceding section of this chapter, the conditions prevailing in most special field missions are far from normal. At these locations, it is not uncommon to find precarious security conditions, unreliable medical facilities, a shortage of basic commodities and other hardship conditions. In some mission areas even obtaining drinking water is a serious problem.

114. As an indication, the current MSA rates during (a) and after (b) the first thirty days of mission are as follows:

UNTAC	
Phnom Penh	US$ 145(a)/130(b) per day or US$ 67, if accommodation is provided.
elsewhere	US$ 130 per day or US$ 100, if accommodation is provided.
ONUMOZ	US$ 169(a)/145(b) per day throughout the mission. No accommodation is povided.
UNOSOM	US$ 85 per day throughout he mission. Accommodation is provided.
UNPROFOR	
Belgrade, Zagreb Doubrovnik, Spas in Croatia,	US$ 150(a)/110(b) per day. No accommodation is provided.
Bosnia-Herzegovina	US$ 150(a)/120(b). No accommodation is provided.
UNAVEM II	US$ 84 per day throughout the mission. Accommodation is provided.

115. The Inspectors note that hazard pay was established by the ICSC and is limited to staff members who are subject to the conditions of service of the UN. The ICSC has maintained the position that it is not applicable to consultants, experts on mission, military observers etc. Thus the ICSC position on non-applicability would extend to all non-staff members in PKO missions. The Inspectors further note that procedures governing applicability of hazard pay are not within the prerogative of the Secretary-General. Given the conditions described above the Inspectors think that ICSC may have to look into the possibility of extending the applicability of hazard pay in PKO missions beyond the staff members who are subject to the conditions of service of the UN.

(ii) Outside and Former staff

116. Outside candidates for posts at the Professional and higher levels who are selected for mission service from outside the mission area are offered a fixed-term appointment with the appropriate salary and a mission subsistence allowance. Outside candidates for posts at the Field Service or General Service levels are not normally recruited from outside the area of the mission unless they have specific skills that are not locally available. They are then offered a fixed-term appointment at the Field Service Level (FSL), or at the General Service level in the country from which they are recruited. Those appointed at the General Service level will receive in addition a mission subsistence allowance. Former General Service staff may be given either their former General Service level or the FSL equivalent to their former level, whichever is greater. If their previous level was supervisory, and they will not be in a supervisory position, they should be appointed at the next level below, provided they are selected to perform functions at that level. Other candidates should be given the General Service level most appropriate to the specific skill for which they have been selected.

(d) Personnel policies and practices

117. In his address to the Fifth Committee on 12 November 1992, the Secretary-General called for fundamental changes in the present outmoded system of personnel management. In particular, the Secretary-General stated that "the rapid implementation of a comprehensive career development system is essential, which must take into account the ability of staff to adapt to new challenges; a transparent promotion system which will reward staff for competence, creativity, versatility and, increasingly, mobility" (emphasis added). The latter certainly includes serving in missions. The Inspectors believe that there are a number of issues to be resolved in this regard.

118. Post-mission re-integration of staff and career development issues is one of the most serious problems, which requires further consideration. This question has not been thoroughly studied by the Inspectors but it seems that it inhibits staff from offering their services, thereby affecting recruitment; creates replacement difficulties with no actual guarantees for staff to return to their respective or similar posts.

119. Furthermore there is a negative effect on the releasing department or unit, more especially when key personnel are involved.

120. The Inspectors believe that staff on fixed-term contracts and those on temporary assignment with good performance in missions should be encouraged by extension of their contracts or rotation to other missions.

121. In general, staff serving on missions, especially those whose mission performance has been outstanding, should be rewarded through promotion and career development. It was observed, however, that often departments tend to release staff whose performance has not been satisfactory. Besides having a negative effect on the missions and their effectiveness, such staff may end up competing for promotion with those who stayed at Headquarters but whose performance far exceeds their peers in the field. In the Inspectors' view this issue needs to be carefully considered, probably within the framework of the Staff-Management Consultative Committee.

IV. CONCLUSIONS AND RECOMMENDATIONS

Planning and Managing PKOs at Headquarters and in the Field: Structural and Functional Entities

While a number of measures regarding structural organization and interdepartmental co-ordination have been adopted lately by the UN Secretariat to enhance its capacity and effectiveness in dealing with PKOs, the Inspectors believe that further measures aimed at strengthening and reform at both Headquarters and in the field are needed.

For Headquarters

RECOMMENDATION 1:

(a) Division of authority among the different departments dealing with PKOs should be more distinctly delineated. DPKO should become the central department in the Secretariat dealing with PKO and should assume a greater role in the different phases of operations.

(b) DPKO should therefore be strengthened by having more specialized and experienced personnel in all aspects of PKOs and related missions. This would include military and civilian (also former military) personnel. Task Forces of USGs established by the Secretary-General could serve as a "Board of Directors" for DPKO. Concerned departments such as DPA and DHA would render substantive support to DPKO.

(c) For better planning, co-ordination and flow of information and to avoid possible duplication FOD should be attached to DPKO, especially since almost 85 per cent of FOD services are rendered to DPKO. The present division of labour, in spite of the arrangements reached between the two on 15 October 1992, does not justify their continued separation. (The Inspectors were recently informed that the Secretary-General has issued instructions for the merger of FOD into DPKO).

(d) A core team responsible for PKOs and as part of DPKO should be established. Its personnel should include highly experienced and well qualified multi-functional personnel, especially at the leadership level. It could be enhanced for specific purposes including planning by secondment from Member States. A lower tier of personnel for the core team could be selected from the roster and trained in the different functions of peacekeeping. The top cross-functional leadership in the core team would be usedfor reconnaissance missions which should usually be able to identify needs for an operation, and on whose recommendations much of the start-up and follow-up operations and, therefore, success or failure of an operation depend. They could also be used as a "fire brigade" to be deployed at short notice for crises solutions.

(e) A post of a "Police Commissioner" and as part of DPKO at Headquarters should be considered. The incumbent would serve on a rotational basis.

(f) The recently established 24-hour room, should evolve into a day-to-day management tool for the Secretary-General and DPKO. It should have specialists in all relevant fields and draw on the resources of the core team and working groups.

(g) Focal point(s) to deal with and respond to queries of Member States should be designated.

For the field

RECOMMENDATION II:

(a) Clear lines of authority and interrelationship should be established between the Chief of Mission (either the Force Commander or the Special Representative); the Deputy Force Commander, Chief Administrative Officer and the Director of Civil Affairs. Lines of communication and flow of information between the field and its different components on the one hand and Headquarters on the other should become more focused.

(b) For large multifunctional operations a joint operation centre which should be operational on a 24-hour basis is to be created or strengthened. Such a centre would ensure coherence, proper flow of information, and better co-ordination among the different components, especially between the military and civilian, and also guarantee more effective communications with Headquarters.

(c) More administrative and financial authority should be delegated to the field. Accountability may be further assured through inter alia the introduction of a software system that would guarantee continuous checks, on-the-spot inspections and corrective actions, as in the case of UNPROFOR.

Staffing of the Civilian Component

The Inspectors observed a number of deficiencies in staffing of the civilian component of PKOs.

A. Recruitment

In order to ensure more efficient and expeditious recruitment for PKOs and related missions the Inspectors suggest a series of measures presented below:

RECOMMENDATION III:
Within the UN system:

(a) a "pre-certified" roster to be establised on the basis of a general roster. This could be further enhanced by having specialized training for different groups according to different functions, i.e. administrative, financial, logistic, electoral, etc., and at different levels with special emphasis on key personnel.

(b) A roster of selected retirees should be at the diposal of DPKO with special attention being given to those with field experience.

(c) United Nations Volunteers should be more extensively recruited and for wider functions than electoral. They should be under one single authority, i.e. the Chief of Mission or his/her delegate.

(d) Specialized Agencies should make more efforts to facilitate and encourage secondment of their international staff.

With regard to outside recruitment the Inspectors came to the conclusion that it should be more actively used for staffing PKOs and related missions because (a) a number of skills are unavailable in the United Nations system, and (b) outside recruitment may be more cost-effective than recruitment from within the system.

RECOMMENDATION IV:

(a) Recruitment of local staff should be encouraged.

(b) Resort to contractual arrangements should be further explored and examined, including suitable contractual instruments. In contractual arrangements the UN should ensure that it continues to have overall authority and leadership.

(c) Member States may wish to consider, as requested by UNGA resolutions and document A/47/253, to have stand-by personnel (not limited to military) which would include civilians, civilian police and key personnel. Member States may also have more personnel seconded to the UN but under the latter's authority.

(d) Regional organizations should be encouraged to second personnel, especially for functions including political,electoral, legal, information and humanitarian. They could be more usefully involved in planning and start-up operations.

RECOMMENDATION V

Procedures which may have served the UN well under ordinary circumstances, may not be the most efficient for PKOs. The Inspectors recommend that serious examination should be undertaken to formulate new policies and procedures with a better field orientation.

B. Briefing and Training

The Inspectors believe that fulfilment of the United Nations special field missions could be more effective and efficient if the staff serving in these missions were better briefed, oriented and trained.

RECOMMENDATION VI:

(a) Briefing and orientation should become more institutionalized, systematic and timely. This would include general information on the area of conflict (political, social and cultural) with maps; conditions of service including code of conduct and specialized information electoral, legal, international humanitarian law). Feedback from missions should be used for further refinement of such information.

(b) The main direction of training should be to have standardized training for UN staff, in particular for those chosen from rosters with a view to creating a pool of trained personnel, at different levels of management, with knowledge of the UN system and its working procedures.

(c) Training programmes should be tailored to suit the different typology of personnel whether administrative, financial or civil affairs and for different levels of management.

(d) Special training programmes should be devised for seniorpersonnel.

(e) On-the-job training should become part of the management plan in the field.

(f) All field staff should be trained in first aid and provided with access to emergency medical kits or special supplies.

(g) The existing UN training facilities, such as the Turin Centre, should be utilized for peace-keeping operations.

(h) Member States and regional organizations should put their facilities and human resources for standardized training at the disposal of the UN and other Member States. They should encourage workshops and seminars dealing with different aspects of PKOs and related missions. UN specialized personnel should be invited to lecture.

(i) While OHRM and the Training Service should continue to play a major part in servicing these training programmes, the design and targets of specific training programmes should be planned by DPKO in direct consultation with other concerned departments.

C. Conditions of Service

Having considered a number of issues related to conditions of service in PKOs and special field missions, the Inspectors observe that these should be a matter of continuous attention on the part of both the Secretariat and Member States.

RECOMMENDATION VII:

(a) Mission assignments should continue to be voluntary.

(b) The principle of rotation between the relevant departments at Headquarters and the field should be adopted.

(c) The security of personnel should become a part of mission support and must be included in all mission planning, briefing and training. Proper security would also involve well-conceived plans, specialists in security matters at Headquarters and in the field, proper guidelines for movement and use of protective clothing.

(d) Appropriate behaviour of personnel should receive high priority by top management. A specific code of conduct must be prepared and provided to all mission participants. This would include expected norms for performance, probity and behaviour. Personnel should be aware, within the area they are serving, of common courtesies (different cultures), gender issues, sexual harassment, drug abuse, and issues of abuse and corruption. Disciplinary arrangements should be established, promulgated and enforced. This may call for adjustment of the Staff Rules.

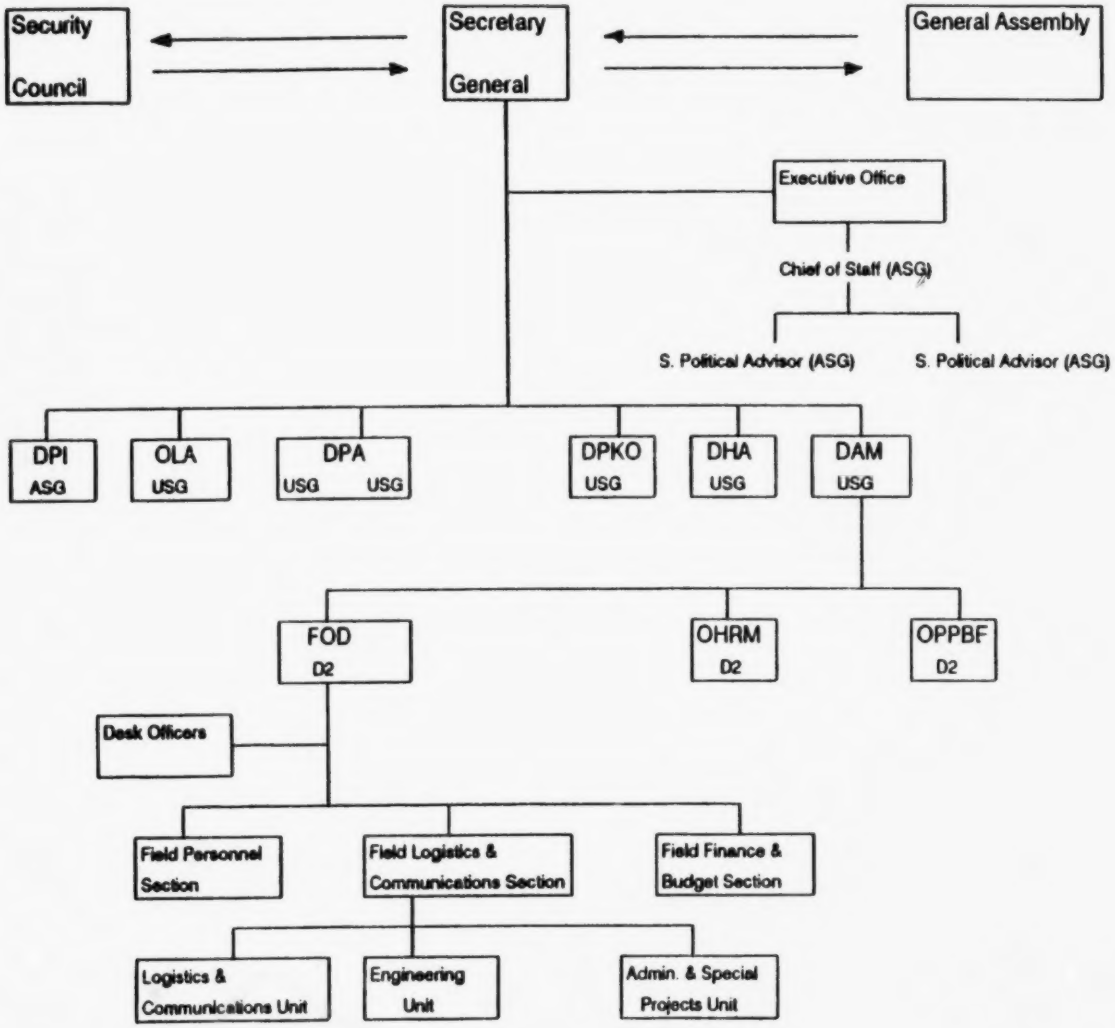
(e) ICSC may consider extending the applicability of hazard pay beyond the staff members who are subject to conditions of service of the United Nations.

(f) Staff regulations, rules, personnel policies and practices, as well as procedures that might have served the UN well in its functions hitherto do not seem to be well-suited for PKOs and related missions. The Secretary-General in his capacity of Chief Administrative Officer

should carry out consultations with appropriate bodies and promulgate new and more flexible rules and regulations, policies and procedures, with a view to enhancing the efficiency of the operations and avoiding waste. In this respect the Inspectors welcome the on-going revision by the Secretariat of the 300 series of Staff Rules.

UN Secretariat Structural and Functional Entities dealing with PKOs

Annex 1.



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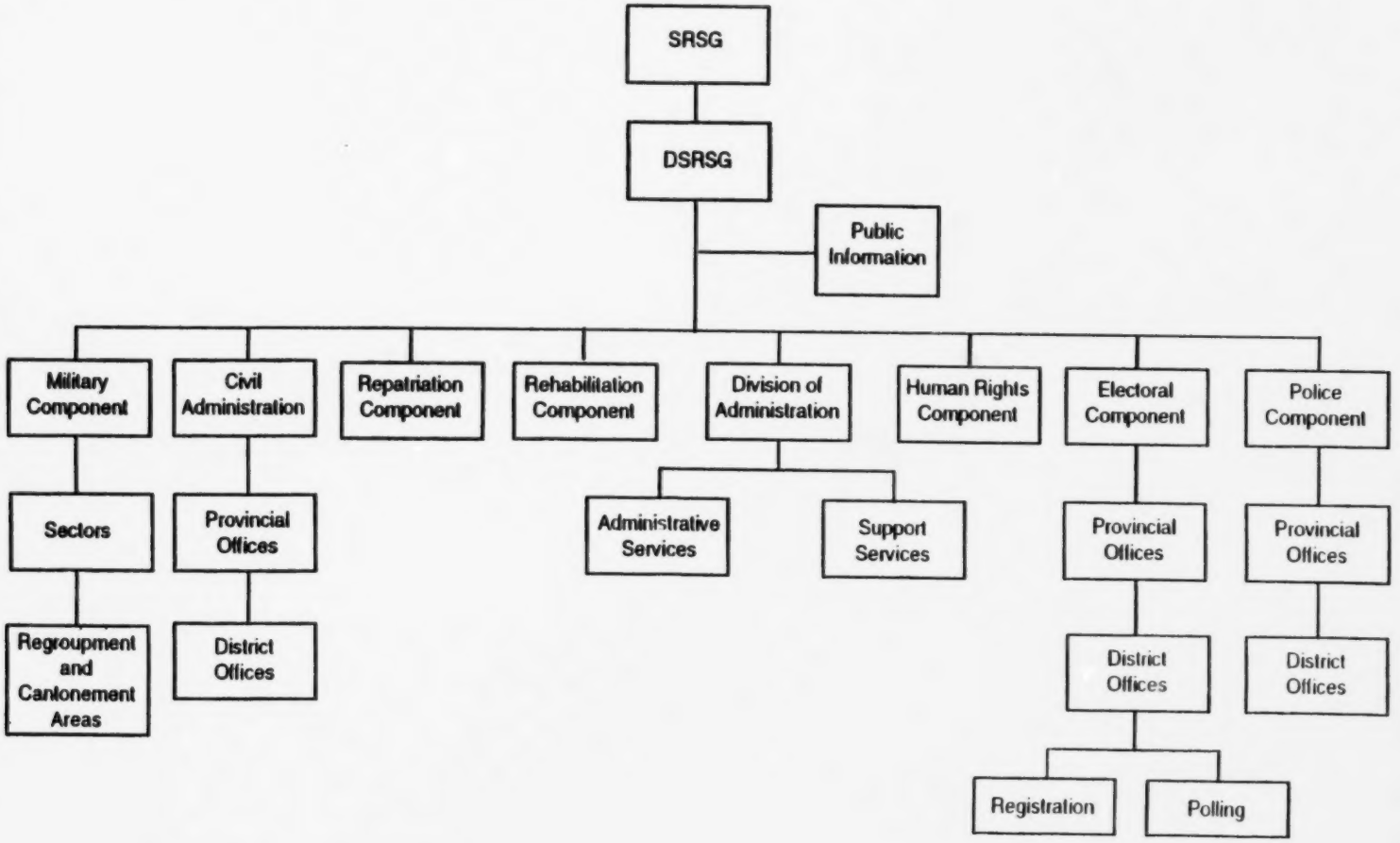
UNTAC Organizational Chart



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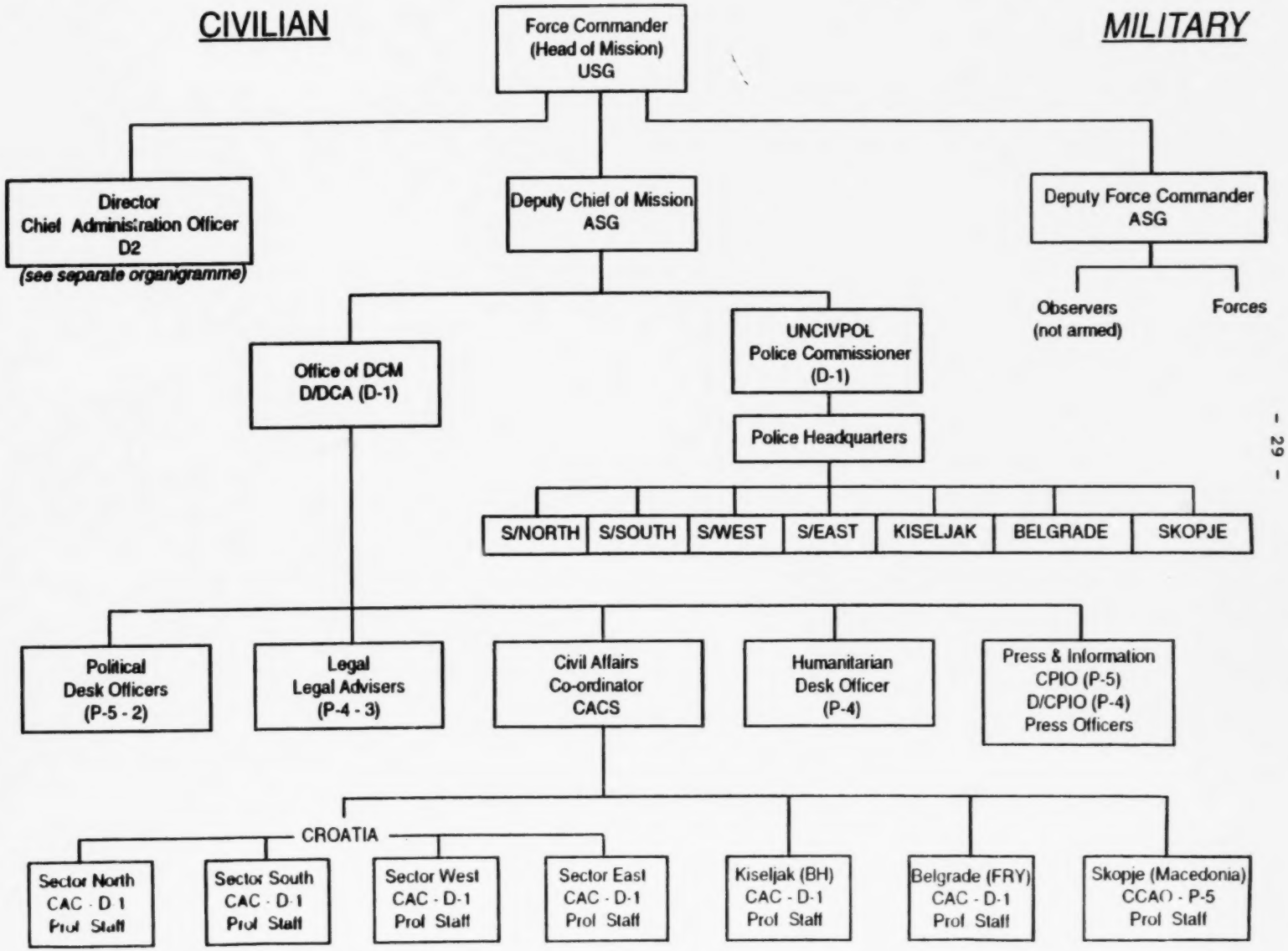
UNPROFOR Organizational Chart

Annex 3



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Force Commander

UNFROPOR ADMINISTRATION

Strength:	DOA	CAS	CSPS	CTS
D:	1	1	1	1
P:	2		5	
GS:	6	2	3	2
GSL:			4	
Total:	9	3	13	3

Director of Administration (1 D-2)

Chief Budget/Adm.Officer	(1 P-4)
Administrative Officer	(1 P-3)
EDP/Budget Assistant	1 GS-6)
Administrative Asst.	(1 GS-6)
Secretary/Clerck	(2 GS 4/3)
Special Investigator	(1 GS-7)
Special Investigator	(1 GS-5)

Chief Administrative Services	(1 D-1)
Administrative Asst.	(1 GS-6/
Secretary	(1 GS-5/4)

Chief Special Projects Services	(1 D-1)
Technical Asst.	(1 P-5)
Administrative Asst.	(1 GS-6/5)
Proc. Asst.	(1 GS 6/5)
Budget Control Assistant	(1 GS-7)
Engineer	(1 P-5 + 1 P-4 + 2 P-3)
Draftsman	(2 GSL-6)
Secretary/Clerck	(2 GSL 4/3)

Chief Technical Services	(1 D-1)
Administrative Asst.	(1 GS-6)
Secretary	(1 GS-5/4)

- Force Procurement Section
- Force Finance Section
- Force Human Resources Mgt. Section
- Force Sector Adm. Section
- Force General Services Section
- Force Communications Section
- Force Bldgs. Mgt. & Maint. Section
- Force Transport Section

22 september 1992

Annex 5

APPLICATION FOR MISSION ASSIGNMENT

1. GENERAL INFORMATION (Please type or print in capitals)

Family Name:	First Name:	Index No:	Sex:	Category/Level:

Functional Title:	Department/Office:	Room No:	UN Telephone No/Ext:	Home Telephone No.:

Organization:	Duty Station:	Date of Birth: (D/M/Y)	Fax No:

Nationality:	EOD Date: (D/M/Y)	Type of Contract:	Expiry Date: (D/M/Y):

2. HAVE YOU SUBMITTED AN APPLICATION PREVIOUSLY?

No ( ) Yes ( ) (If yes, please state date and provide only new information below _____ _____)

3. SKILLS

Language	Mother Tongue	UN	Read	Write	Speak	Understand	Clerical	Typing	Shorthand

WordPerfect: ( ) dBase3+ ( ) Paradox ( ) Lotus 123 ( ) QuattroPro ( ) Other Computer Languages ( ) (specify: _____)
Driver's License: Yes ( ) No ( )

4. WORK EXPERIENCE: Dates and remarks

AREA	✓	UNITED NATIONS		OTHER
Accounts/Finance/Budget				
Economics				
Electronic Data Processing				
Legal				
Personnel				
Political Affairs/Human Rights				
Pouch/Registry				
Procurement				
Inventory/Supply				
Public Information				
Social/Humanitarian Affairs				
Travel/Shipping				
Other (not mentioned above : specify)				

Missions - List preferences	Previous Mission Assignment(s) : Functional title (s) & date(s)

5. REMARKS

(For additional space, please use reverse of this form or attach a separate sheet.)

APPLICATIONS SHOULD BE FORWARDED TO ONE OF THE FOLLOWING ADDRESSES:

FOR PROFESSIONAL STAFF: PROFESSIONAL STAFFING SERVICE
UNITED NATIONS ROOM S-2300
NEW YORK, N.Y. 10017

FOR GENERAL SERVICE AND RELATED CATEGORIE
GENERAL SERVICE STAFFING SECTION
UNITED NATIONS ROOM DC1-200
NEW YORK, N.Y. 10017

Signature _____ Date _____

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